

**Charter Commission
Government Structure Work Group**
[\(LIMS File CH2020-00023\)](#)

Regular Meeting
October 20, 2020 – 4:30 p.m.
Online Meeting

Commission Members: Jill Garcia (Co-Chair), Greg Abbott (Co-Chair), Barry Clegg, Peter Ginder, Jana Metge, Christopher Smith (Quorum 4)

Staff: Casey Carl, 612-673-2216

Call to Order

1. Roll Call.
2. Adoption of the agenda.

Presentation

3. Presentation from Jay Kiedrowski, University of Minnesota Humphrey School of Public Affairs
Receiving and filing a presentation by Jay Kiedrowski, University of Minnesota Humphrey School of Public Affairs, on the history of the Minneapolis City Charter.
[Jay Kiedrowski presentation](#)

Discussion

4. Work plan and timeline
Approving a work plan and associated timeline to guide the review, evaluation, and report to the full Charter Commission.
[Work plan proposal](#)
[Memo from City Clerk, Casey Carl, on potential timeline for ballot questions](#)
5. Values matrix for proposals
Considering a values matrix to serve as criteria to evaluate proposals for potential amendments.

For additional materials, see LIMS Clerk File [2020-00014](#).

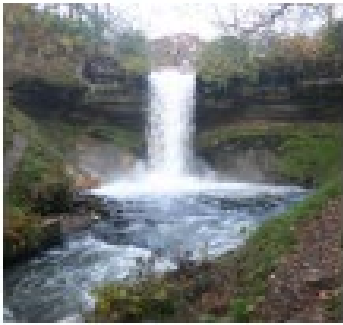
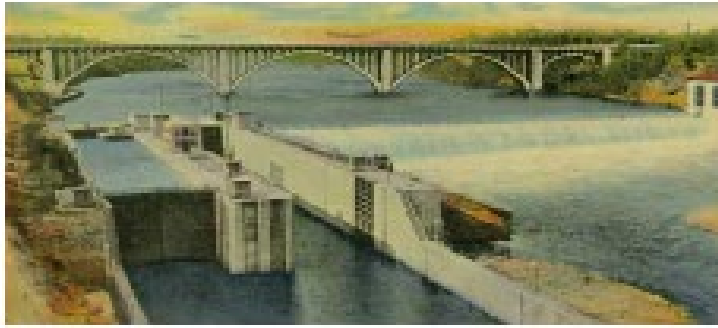
Adjournment

Clerk Notes: The public may join the meeting by dialing (612) 276-6670 and conference ID: 341 844 85#

Notice: Members may participate remotely by telephone or other electronic means due to the local public health emergency (novel coronavirus pandemic) declared on March 16, 2020, pursuant to the provisions of MN Statutes Section 13D.021. A portion of this meeting may be closed to the public pursuant to MN Statutes Section 13D.03 or 13D.05.

Next Government Structure Work Group meeting: TBA

For reasonable accommodations or alternative formats please contact the City Clerk's Office at 612-673-2216 or e-mail CityClerk@minneapolismn.gov. People who are deaf or hard of hearing can use a relay service to call 311 at 612-673-3000. TTY users call 612-673-2157 or 612-673-2626. Para asistencia 612-673-2700 - Rau kev pab 612-673-2800 - Hadii aad Caawimaad u baahantahay 612-673-3500.



**Minneapolis
League of Women Voters**

**The Final Frontier:
Managing Minneapolis &
Its Spaghetti Government**

Jay Kiedrowski



Summary

- Personal Involvement
- Charter History
- Organizational Excellence
- What's Next?
- Discussion



Personal Involvement

- 1973 - Minneapolis Charter Commission research assistant.
- 1973 – Recommended charter change giving the mayor planning and budgeting functions. Passed in 1977.
- 1978-1982 – First Minneapolis Budget Director under Mayor's new budget functions
- 1981 - Helped implement mayor – council executive committee and joint appointment of Department Heads
- 1988-1996 – Charter Commission Commissioner
- 2009 – Worked with ad hoc group on charter change

Charter History



- 1855 – Minneapolis incorporated as a city by the legislative assembly of the MN territory
- 1866 – Union charter consolidating Minneapolis & St. Anthony passed by legislature and governor, but rejected by 85 votes
- 1867 – Legislature and governor approve charter for Minneapolis with mayor outside the council responsible for appointing police chief but not other department heads – the beginning of the *strong-mayor/strong-council* form of city government

Charter History Quiz



1. When was the Board of Tax Levy created?
1879 by legislature and governor
2. When was the Park Board created?
1883 by legislature and governor
3. When was the *strong mayor* form of city government defeated?
 - a. 1891
 - b. 1898
 - c. 1900
 - d. 1948
 - e. 1960
 - f. 1963

Charter History Quiz



4. How and when was the *home rule* charter of Minneapolis approved?

The charter commission in 1920 simply codified all the existing special laws for Minneapolis and the voters approved it.

5. Has the Minneapolis Charter Commission ever proposed a *commission* form of city government?

Yes, in 1913, but it was defeated by the voters.

Charter History Quiz



6. Has the Minneapolis Charter Commission ever proposed a *council-manager* form of city government?

Yes, in 1926, but the effort failed in the early stages.

7. What year did the the Board of Estimate and Taxation replace the Board of Tax Levy?

1919

8. How many studies/efforts have the Minneapolis LWV done on the City's organization?

Ten: 1923, 1926, 1936, 1948, 1960, 1963, 1965, 1980, 2005, 2009, ????

Charter History Quiz



9. What did the Citizens League propose in 1969?

Having the Mayor being the Chair of the City Council and have all departments report to the new City Council

10. What happened to Planning and Budgeting in 1976?

Moved to the Mayor

11. What is the Executive Committee and how are department heads appointed today?

In 1981 Mayor Fraser proposed an executive committee comprised of the Mayor and key City Council members. All department heads are proposed by the Mayor and approved by the city Council.

Purpose of a City Charter

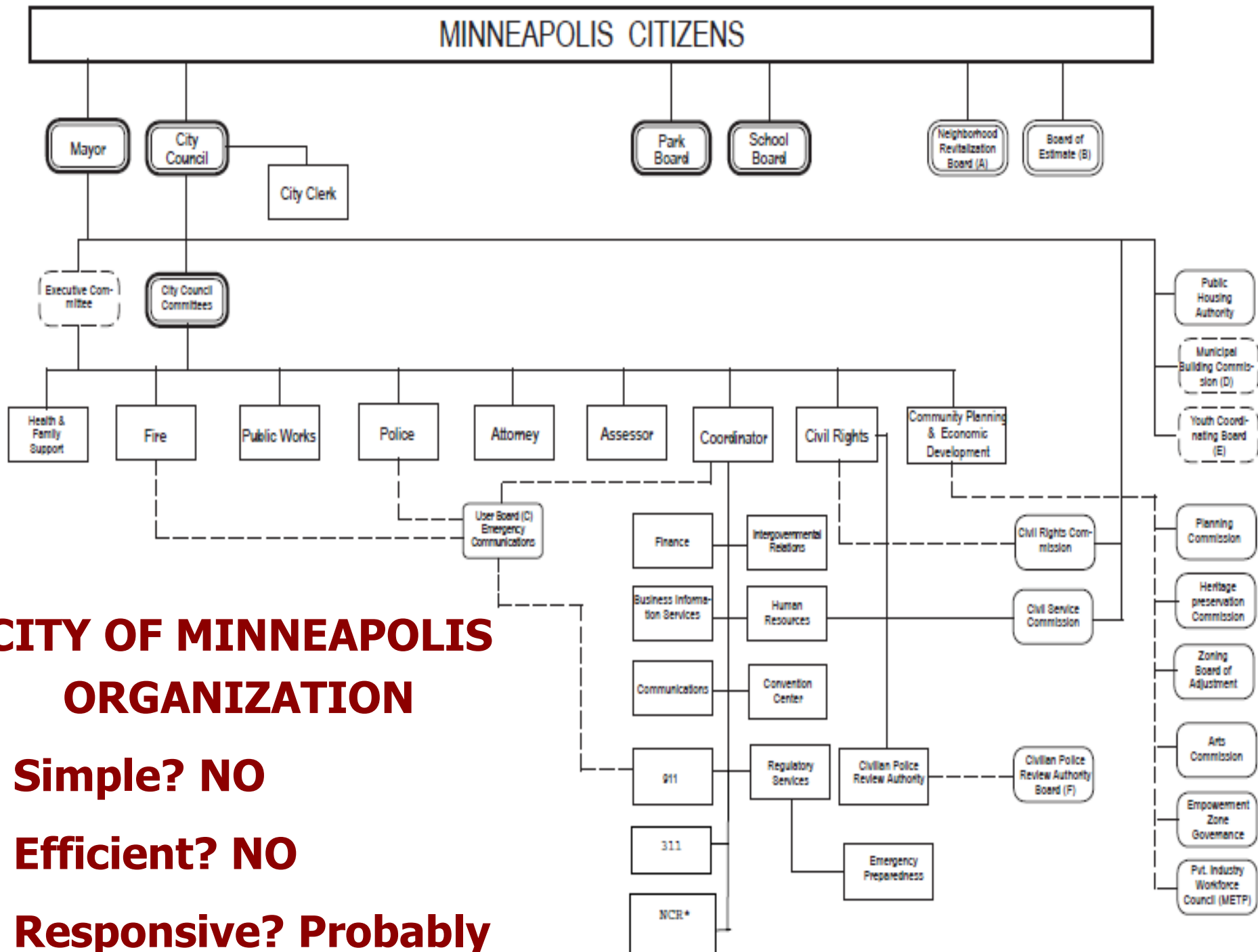
“A good city charter should provide for a simple, workable, responsive organization of the city government.

It should be simple, so that all citizens and officials may understand it.

It should be designed not to check and retard municipal business, but to promote it, eliminate red tape, and to make government more efficient by a reduction in the number of working parts.

It should be responsive to the forces of public opinion and to the control of the electorate.”

(Dr. William Anderson, U of MN, 1922)



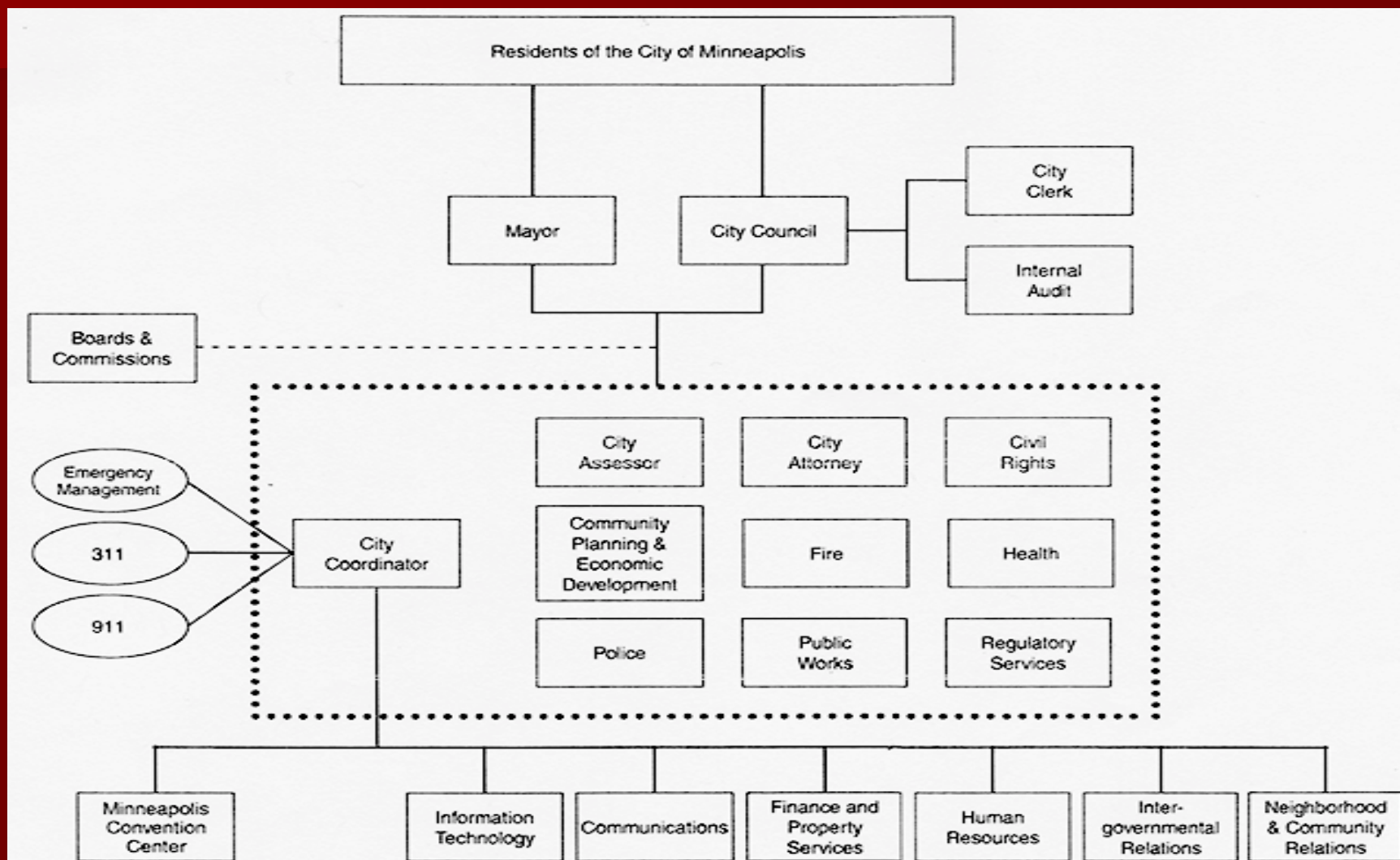
Separate Executive and Legislative

- Both City Council and Mayor have executive functions
- City Council has legislative function subject to Mayoral Veto
- A pure strong mayor alternative would separate executive and legislative functions
- But strong mayor alternative would likely fail to get public support

Proposal

- Need to consolidate executive duties
- *Strong-mayor and council-manager* charters have failed
- Have City Coordinator manage all city department heads and functions
- City Coordinator selected by mayor, confirmed by council, and would report to executive committee
- Legislative functions remain with City Council subject to Mayoral Veto

City Coordinator



City of Minneapolis



Discussion

- Comments?
- Questions?
- Other Ideas?



D R A F T
— — —
WORK PLAN

**Minneapolis Charter Commission
Government Structure Work Group**

October 6, 2020 – January 5, 2021

D R A F T — All dates, times, and topics are mere proposals, not final until adopted
by the Government Structure Work Group

October 6, 2020

Topic: Organizational Meeting
Define Scope of Work, Establish Tentative Schedule

October 20, 2020

Topic: History and Background, Operation of Current Gov't Structure

Guest: Jay Kiedrowski, University of Minnesota Humphrey School
of Public Affairs

November 5, 2021

Topic: Evaluation of Current Structure, Operations, and Procedures

Guests: Minneapolis City Staff and Elected Officials

November 17, 2020

Topic: Comparable City Organizations and Experiences

Guests:

DEADLINE - Friday, November 20, 2020

Deadline for submission of proposed language for charter amendment(s).

November 24, 2020

Topic: Reserved if Necessary

December 8, 2020

Topic: Debate on Proposed Amendments and Language

December 15, 2020

Topic: Selection of Best Single Proposed Alternative

DEADLINE - Wednesday, December 23, 2021

Draft Final Report Submitted to Work Group

January 5, 2021

Topic: Final Report and Recommendation to Charter Commission

October 17, 2020

To: Greg Abbott and Jill Garcia, Co-Chairs
Charter Commission – Government Structure Work Group

From: Casey Joe Carl, City Clerk

Copy: Barry Clegg, Chair, Minneapolis Charter Commission
Caroline Bachun, Assistant City Attorney

Subject: Potential Timeline – Ballot Question on Charter Amendment

* * *

In response to direction from the work group, here are some key factors to be considered in proposing a charter amendment by referendum to the qualified voters on potential changes to the structure of the city government as well as a potential timeline for the same to be submitted to eligible voters at the 2021 municipal general election.

1. What is the date of the municipal general election in 2021?

The municipal general election in 2021 will be Tuesday, November 2, 2021.

2. What is the statutory deadline to submit a ballot question proposing a charter amendment in 2021?

Pursuant to Minn. Stat., Section 410.12, subd. 1, the Charter Commission is empowered to submit a proposal to amend the City Charter at any time. The same section states: “Proposed charter amendments must be submitted at least 17 weeks before the general election.” That deadline in 2021 is Tuesday, July 6. However, as clarified in a legal analysis by the City Attorney’s Office, authored by Assistant City Attorney Caroline Bachun, dated July 21, 2020, this deadline applies to citizen petitions for charter amendments and not to proposed amendments offered by the Charter Commission. Thus, amendment proposals initiated by the Charter Commission would be subject to the statutory deadline found under Minn. Stat. 205.16, subd. 4, which provides: “At least 74 days before every municipal election, the municipal clerk shall provide a written notice to the county auditor, including the date of the election, the offices to be voted on at the election, and the title and language for each ballot question to be voted on at the election.”

Since the municipal general election in 2021 is November 2, the 74-day advanced deadline dictated pursuant to Minn. Stat. 205.16, subd. 4, to submit a ballot question on amending the City Charter would be Friday, August 20, 2021.

3. What role does the City Council and Mayor play in submitting a ballot question that is initiated by the Charter Commission?

While the Charter Commission is vested with independent authority to submit a ballot question on a proposed charter amendment, the language of the ballot question is set by the City Council, as provided under Minn. Stat. 410.12, subd. 4. Thus, the timeline must account for the legislative processes of the City Council in taking action to determine the language of any ballot question to be submitted to voters, which must be approved by the Mayor or approved over the veto of the Mayor by a two-thirds vote of the City Council.

4. What is the required level of public participation required on charter amendments proposed by the Charter Commission?

Under Charter Commission Rule 5.1, a public hearing is required prior to the placement of a proposed amendment on the ballot, unless waived by a two-thirds of Commissioners. The timeline must, then, account for at least one public hearing by the full Charter Commission; however, it may be advisable to program additional time for more than one public hearing.

Given these factors, here is a potential timeline for the Charter Commission's Government Structure Work Group to consider in developing its work plan for a potential charter amendment proposing changes to the City Charter to address the relationships between and among the Mayor, City Council, and Staff.

- | | |
|----------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| By February 1, 2021: | Draft proposed amendment finalized and ready for formal action by Work Group |
| By March 3, 2021: | Formal action by Charter Commission to decide if a ballot question should be submitted to voters on any changes to government structure |
| By April 7, 2021: | Public hearing on any potential charter proposal(s)
[Charter Commission could schedule and conduct additional hearings in April] |
| By May 5, 2021: | Charter Commission votes on submitting ballot question(s) on any proposed changes to the City Charter, refers matter to City Council to finalize language of ballot question(s) |

If the above timeline is observed, then the City Council and Mayor would have until Friday, August 6, 2021, to take final action on approving language for any ballot question(s) to be submitted to voters at the municipal general election on Tuesday, November 2, 2021.